



**BEFORE THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF CALIFORNIA**

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Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009  
(Filed April 13, 2006)

And

*CEC Docket No. 07-OIIP-01*

**REPLY COMMENTS OF AES SOUTHLAND L.L.C.**

AES SOUTHLAND L.L.C.  
Vitaly Lee, Vice President  
690 North Studebaker Road  
Long Beach, CA 90803  
Telephone: (562) 493-7307  
Facsimile: (562) 493-7737

Email: [vitaly.lee@aes.com](mailto:vitaly.lee@aes.com)

Date: November 14, 2007

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Pursuant to the direction provided in the October 15th, 2007 Administrative Law Judge's Ruling under Rulemaking 06-04-009, AES Southland L.L.C.<sup>1</sup> ("AES SL") respectfully submits the following reply comments regarding distribution of allowances under a greenhouse gas (GHG) emission trading program for the electricity sector.

AES SL notes that many parties support an auction method for allocating allowances. These parties argue that an auction will prevent windfall profits and is the fairest way to account for differing GHG emission levels and investments made in clean technology in the past. These parties also state that an auction will provide a strong incentive to make new investments in clean technology in the period prior to 2012. Other parties advocate giving allowances to LSEs. One justification for this approach is to mitigate retail cost increases that ratepayers will face.

AES SL also notes that there is little economic data provided to support the notion that a partial allocation of allowances to power generators will produce windfall profits. Furthermore, there is little economic data provided to shed light on the economic costs to generators of a 100% auction. Finally, there is no analysis on how a 100% auction would affect investment decisions

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<sup>1</sup> AES Southland L.L.C. is a wholly owned subsidiary of AES Corporation (NYSE:AES), which owns and operates 125 power plants with a total installed capacity of 44,000 MW in 28 countries on 5 continents. In California, AES owns and operates 4,300 MWs which represent approximately 9% of the in-state electrical generation for California and 20% of installed capacity base in Southern California.

to expand generating capacity in California or lead to the early shutdown of existing generation. Given the State's perilous reliability issues, the effect of GHG emission allowance allocation proposals on generators' investment or retirement decisions is a crucial piece of information that the Commission should carefully consider as it makes its decision.

Pacific Gas and Electric Company (PG&E) proposes to allocate GHG emission allowances to LSEs on an output basis and to establish the "first seller" as the point of regulation. LSEs would then auction off the allowances (presumably to other first sellers) and use the resulting revenues to mitigate the effects on customers. As AES SL understands PG&E's proposal, the LSE would receive free allowances for its own resources but require other first sellers to purchase allowances through an auction. AES SL opposes PG&E's proposal as it unnecessarily shifts the burden from one class of entities (LSEs) to another (first sellers, including many independent power producers (IPPs)). Allocating free allowances to LSEs and placing the LSE in the role of auctioneer of the emission allowances raises competitive concerns, because many LSEs, like PG&E, also own or control generating resources and are also first sellers. As for PG&E's proposal to use auction proceeds to mitigate the effect on customers, using all or part of auction revenues to mitigate GHG compliance impacts on customers does not require LSEs to receive the initial allocations.

AES SL supports in concept the "economic harm" proposal submitted by Southern California Edison (SCE), under which allowances would be allocated for free in proportion to the economic harm experienced by regulated entities. In essence, the State's program to regulate and reduce GHG emissions seeks to internalize what had previously been externalized costs. These newly internalized costs will fall unevenly on specific sectors or firms, and SCE's proposal attempts to recognize the uneven impact of GHG emissions regulation. There are, however, important details that AES SL wishes to highlight regarding SCE's proposal:

1. AES SL has not had an opportunity to fully evaluate SCE's calculation of economic harm and the formulae for allowance distribution. Any formula for determining economic harm for all regulated entities in the electricity sector should be subjected to public discussion and careful scrutiny.
2. The marginal cost analysis presented by SCE does not adequately cover all applicable costs that regulated entities would incur under GHG regulation.

Some of those additional costs will not be passed through to end-use customers and as such will be absorbed by generation sources<sup>2</sup>. To this end, AES SL calls on the CPUC to assign greater weight to the allocation of allowances to generators who cannot recover all of these increased costs and will not have recovered their investments as of the date of implementation of GHG regulations. This preference in allocation of allowances to IPPs is further dictated by the immediate impact of GHG regulation on existing gas-fired generators and the inevitable resulting impact on grid reliability. Generators should have a decidedly higher allocation than other classes of regulated entities so that grid reliability is not disrupted. AES SL supports an allocation of allowances to those entities that will experience economic harm for a period of at least 15 years, following which the state should begin a transition to a full auction.

3. To mitigate cost increases to retail customers, LSEs need not be granted allowances. In California's hybrid market design, the allocation of allowances to LSEs presents the opportunity for creating competitive advantages favoring LSE generation resources over merchant generators. Retail rate impacts can be mitigated by auction revenues, rather than the allocation of allowances. This method avoids the possibility of providing a competitive advantage to one segment of the industry. It also allows the CPUC to more appropriately target retail price mitigation to specific classes of ratepayers. However, as noted by the Market Advisory Committee, electricity price increases at the retail level resulting from GHG regulations will encourage more energy efficiency and conservation, thereby further reducing overall GHG emissions. Therefore, the CPUC should be cautious in the use of price mitigation, so as to not undermine the GHG reduction benefits of its energy efficiency and demand response programs.

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<sup>2</sup> Please refer to AES Comments under Rulemaking 06-04-009 filed on October 31, 2007 for a description of such costs.



**CERTIFICATE OF SERVICE**

I, Melinda LaJaunie, certify that I have on this 14<sup>th</sup> day of November 2007 caused a copy of the foregoing

**REPLY COMMENTS OF AES SOUTHLAND, L.L.C.**

to be served on all known parties to R.06-04-009 listed on the most recently updated service list available on the California Public Utilities Commission website, via email to those listed with email and via U.S. mail to those without email service. I also caused courtesy copies to be hand-delivered as follows:

Commissioner President Michael R. Peevey  
California Public Utilities Commission  
State Building, Room 5218  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Charlotte TerKeurst  
California Public Utilities Commission  
State Building, Room 5117  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Jonathan Lakritz  
California Public Utilities Commission  
State Building, Room 5020  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Meg Gottstein  
California Public Utilities Commission  
State Building, Room 2106  
505 Van Ness Avenue  
San Francisco, CA 94102

I declare under penalty of perjury that the foregoing is true and correct. Executed this 14<sup>th</sup> day of November 2007 at San Francisco, California.

/s/ Melinda LaJaunie  
Melinda LaJaunie

Service List R.06-04-009  
Last Updated 11/13/07

CINDY ADAMS cadams@covantaenergy.com	SID NEWSOM snewsom@semprautilities.com	DANIEL A. KING daking@sempra.com	MICHAEL P. ALCANTAR mpa@a-klaw.com
STEVEN S. SCHLEIMER steven.schleimer@barclayscapital.com	DAVID L. HUARD dhuard@manatt.com	SYMONE VONGDEUANE svongdeuane@semprasolutions.com	SEEMA SRINIVASAN sls@a-klaw.com
STEVEN HUZHMAN steven.huzhman@morganstanley.com	CURTIS L. KEBLER curtis.kebler@gs.com	THEODORE ROBERTS troberts@sempra.com	WILLIAM H. CHEN bill.chen@constellation.com
RICK C. NOGER rick_noger@praxair.com	DENNIS M.P. EHLING dehling@klng.com	DONALD C. LIDDELL, P.C. liddell@energyattorney.com	BRIAN K. CHERRY bkc7@pge.com
KEITH R. MCCREA keith.mccrea@sablaw.com	GREGORY KOISER gregory.koiser@constellation.com	MARCIE MILNER marcie.milner@shell.com	EDWARD G POOLE epoole@adplaw.com
ADAM J. KATZ ajkatz@mwe.com	NORMAN A. PEDERSEN npedersen@hanmor.com	REID A. WINTHROP rwinthrop@pilotpowergroup.com	ANN G. GRIMALDI agrimaldi@mckennalong.com
CATHERINE M. KRUPKA ckrupka@mwe.com	MICHAEL MAZUR mmazur@3phasesRenewables.com	THOMAS DARTON tdarton@pilotpowergroup.com	BRIAN T. CRAGG bcragg@goodinmacbride.com
LISA M. DECKER lisa.decker@constellation.com	VITALY LEE vitaly.lee@aes.com	STEVE RAHON lschavrien@semprautilities.com	JEANNE B. ARMSTRONG jarmstrong@goodinmacbride.com
CATHY S. WOOLLUMS cswoollums@midamerican.com	TIFFANY RAU tiffany.rau@bp.com	GLORIA BRITTON GloriaB@anzaelectric.org	KAREN BOWEN kbowen@winston.com
KEVIN BOUDREAUX kevin.boudreaux@calpine.com	GREGORY KLATT klatt@energyattorney.com	LYNELLE LUND llund@commerceenergy.com	LISA A. COTTLE lcottle@winston.com
THOMAS DILL trdill@westernhubs.com	RICHARD HELGESON rhelgeson@scppa.org	TAMLYN M. HUNT thunt@cecmil.org	SEAN P. BEATTY sbeatty@cwclaw.com
E.J. WRIGHT ej_wright@oxy.com	DANIEL W. DOUGLASS douglass@energyattorney.com	DIANE I. FELLMAN diane_fellman@fpl.com	VIDHYA PRABHAKARAN vprabhakaran@goodinmacbride.com
PAUL M. SEBY pseby@mckennalong.com	PAUL DELANEY pssed@adelphia.net	JEANNE M. SOLE jeanne.sole@sfgov.org	JOSEPH M. KARP jkarp@winston.com
TIMOTHY R. ODIL todil@mckennalong.com	AKBAR JAZAYEIRI akbar.jazayeri@sce.com	JOHN P. HUGHES john.hughes@sce.com	JEFFREY P. GRAY jeffgray@dwt.com
STEPHEN G. KOERNER, ESQ. steve.koerner@elpaso.com	ANNETTE GILLIAM annette.gilliam@sce.com	LAD LORENZ llorenz@semprautilities.com	CHRISTOPHER J. WARNER cjw5@pge.com
JENINE SCHENK jenine.schenk@apses.com	CATHY A. KARLSTAD cathy.karlstad@sce.com	MARCEL HAWIGER marcel@turn.org	SARA STECK MYERS ssmyers@att.net
JOHN B. WELDON, JR. jbw@slwplc.com	LAURA I. GENAO Laura.Genao@sce.com	NINA SUETAKE nsuetake@turn.org	LARS KVALE lars@resource-solutions.org
KELLY BARR kelly.barr@srpnet.com	RONALD MOORE rkmoore@gswater.com	Diana L. Lee dil@cpuc.ca.gov	ANDREW L. HARRIS alho@pge.com
ROBERT R. TAYLOR rrtaylor@srpnet.com	DON WOOD dwood8@cox.net	F. Jackson Stoddard fjs@cpuc.ca.gov	ANDREA WELLER aweller@sel.com
STEVEN S. MICHEL smichel@westernresources.org	AIMEE M. SMITH amsmith@sempra.com	AUDREY CHANG achang@nrdc.org	JENNIFER CHAMBERLIN jchamberlin@strategicenergy.com
ROGER C. MONTGOMERY roger.montgomery@swgas.com	ALLEN K. TRIAL atrial@sempra.com	DONALD BROOKHYSER rsa@a-klaw.com	BETH VAUGHAN beth@beth411.com
LORRAINE PASKETT Lorraine.Paskett@ladwp.com	ALVIN PAK apak@sempraglobal.com	EVELYN KAHL ek@a-klaw.com	
RONALD F. DEATON ron.deaton@ladwp.com	DAN HECHT dhecht@sempratradng.com	KRISTIN GRENFELL kgrenfell@nrdc.org	

KERRY HATTEVIK kerry.hattevik@mirant.com	VIRGIL WELCH vwelch@environmentaldefense.org	SAKIS ASTERIADIS sasteriadis@apx.com	NADAV ENBAR nenbar@energy-insights.com
AVIS KOWALEWSKI kowalewskia@calpine.com	WILLIAM W. WESTERFIELD, 111 www@eslawfirm.com	GEORGE HOPLEY george.hopley@barcap.com	NICHOLAS LENSSEN nlenssen@energy-insights.com
WILLIAM H. BOOTH wbooth@booth-law.com	DOWNEY BRAND DOWNEY BRAND Sacramento Municipal 555 CAPITOL MALL, 10TH FLOOR SACRAMENTO, CA 95814- 4686	ELIZABETH ZELLJADT ez@pointcarbon.com	ELIZABETH BAKER bbaker@summitblue.com
J. ANDREW HOERNER hoerner@redefiningprogress.org	RAYMOND J. CZAHAR, C.P.A. westgas@aol.com	DALLAS BURTRAW burtraw@rff.org	WAYNE TOMLINSON william.tomlinson@elpaso.com
JANILL RICHARDS janill.richards@doj.ca.gov	STEVEN M. COHN scohn@smud.org	VERONIQUE BUGNION vb@pointcarbon.com	KEVIN J. SIMONSEN kjsimonsen@ems-ca.com
CLIFF CHEN cchen@ucsusa.org	ANN L. TROWBRIDGE atowbridge@daycartermurphy.com	KYLE D. BOUDREAUX kyle_boudreaux@fpl.com	SANDRA ELY Sandra.ely@state.nm.us
GREGG MORRIS gmorris@emf.net	DAN SILVERIA dansvec@hdo.net	ANDREW BRADFORD andrew.bradford@constellation.com	BRIAN MCQUOWN bmcquown@reliant.com
R. THOMAS BEACH tomb@crossborderenergy.com	JESSICA NELSON notice@psrec.coop	GARY BARCH gbarch@knowledgeinenergy.com	DOUGLAS BROOKS dbrooks@nevpc.com
KENNETH C. JOHNSON kjinnovation@earthlink.net	DONALD BROOKHYSER deb@a-klaw.com	RALPH E. DENNIS ralph.dennis@constellation.com	ANITA HART anita.hart@swgas.com
BARRY F. MCCARTHY bmcc@mccarthylaw.com	CYNTHIA SCHULTZ cynthia.schultz@pacificcorp.com	SAMARA MINDEL smindel@knowledgeinenergy.com	RANDY SABLE randy.sable@swgas.com
C. SUSIE BERLIN sberlin@mccarthylaw.com	KYLE L. DAVIS kyle.l.davis@pacificcorp.com	BARRY RABE brabe@umich.edu	BILL SCHRAND bill.schrand@swgas.com
MIKE LAMOND Mike@alpinenaturalgas.com	RYAN FLYNN ryan.flynn@pacificcorp.com	BRIAN POTTS bpotts@foley.com	JJ PRUCNAL jj.prucnal@swgas.com
JOY A. WARREN joyw@mid.org	IAN CARTER carter@ieta.org	JAMES W. KEATING james.keating@bp.com	SANDRA CAROLINA sandra.carolina@swgas.com
UDI HELMAN UHelman@caiso.com	JASON DUBCHAK jason.dubchak@niskags.com	CYNTHIA A. FONNER Cynthia.A.Fonner@constellation.com	CYNTHIA MITCHELL ckmitchell1@sbcglobal.net
JOHN JENSEN jjensen@kirkwood.com	BRIAN M. JONES bjones@mjbradley.com	JAMES ROSS jimross@r-c-s-inc.com	CHRISTOPHER A. HILEN chilen@sppc.com
MARY LYNCH mary.lynch@constellation.com	MATTHEW MOST EDISON MISSION MARKETING & TRADING, INC. 160 FEDERAL STREET BOSTON, MA 02110-1776	TRENT A. CARLSON tcarlson@reliant.com	ELENA MELLO emello@sppc.com
LEONARD DEVANNA lrdevanna- rf@cleanenergysystems.com	GARY HINNERS ghinners@reliant.com	GARY HINNERS ghinners@reliant.com	TREVOR DILLARD tdillard@sierrapacific.com
ANDREW BROWN abb@eslawfirm.com	JULIE L. MARTIN julie.martin@bp.com	JAMES ROSS jimross@r-c-s-inc.com	DARRELL SOYARS dsoyars@sppc.com
BRUCE MCLAUGHLIN mclaughlin@braunlegal.com	JEANNE ZAIONTZ zaiontj@bp.com	TRENT A. CARLSON tcarlson@reliant.com	JOSEPH GRECO jgreco@caithnessenergy.com
GREGGORY L. WHEATLAND glw@eslawfirm.com	ED CHIANG echiang@elementmarkets.com	GARY HINNERS ghinners@reliant.com	FRANK LUCHETTI fluchetti@ndep.nv.gov
JANE E. LUCKHARDT jluckhardt@downeybrand.com	FRANK STERN fstern@summitblue.com	JEANNE ZAIONTZ zaiontj@bp.com	LEILANI JOHNSON KOWAL leilani.johnson@ladwp.com
JEFFERY D. HARRIS jdh@eslawfirm.com	KATHRYN WIG Kathryn.Wig@nrgenergy.com	JULIE L. MARTIN julie.martin@bp.com	RANDY S. HOWARD randy.howard@ladwp.com
		FIJI GEORGE fiji.george@elpaso.com	ROBERT K. ROZANSKI Robert.Rozanski@ladwp.com

ROBERT L. PETTINATO robert.pettinato@ladwp.com	KIM KIENER kмкиener@fox.net	AMBER MAHONE amber@ethree.com	JEN MCGRAW jen@cnt.org
HUGH YAO HYao@SempraUtilities.com	SCOTT J. ANDERS scottanders@sandiego.edu	ANNABELLE MALINS annabelle.malins@fco.gov.uk	LISA WEINZIMER lisa_weinzimer@platts.com
RASHA PRINCE rprince@semprautilities.com	JOSEPH R. KLOBERDANZ jkloberdanz@semprautilities.com	DEVRA WANG dwang@nrdc.org	STEVEN MOSS steven@moss.net
RANDALL W. KEEN rkeen@manatt.com	ANDREW MCALLISTER andrew.mcallister@energycenter.org	KAREN TERRANOVA filings@a-klaw.com	SHAUN ELLIS sellis@fypower.org
S. NANCY WHANG nwhang@manatt.com	JACK BURKE jack.burke@energycenter.org	NORA SHERIFF nes@a-klaw.com	ARNO HARRIS arno@recurrentenergy.com
PETER JAZAYERI pjazayeri@stroock.com	JENNIFER PORTER jennifer.porter@energycenter.org	OLOF BYSTROM obystrom@cera.com	ED LUCHA ELL5@pge.com
DEREK MARKOLF derek@climateregistry.org	SEPHRA A. NINOW sephra.ninow@energycenter.org	SETH HILTON sdhilton@stoel.com	GRACE LIVINGSTON-NUNLEY gx12@pge.com
DAVID NEMTZOW david@nemtzw.com	DESPINA NIEHAUS dniehaus@semprautilities.com	SHERYL CARTER scarter@nrdc.org	JASMIN ANSAR jxa2@pge.com
HARVEY EDER harveyederpspc.org@hotmail.com	JOHN W. LESLIE jleslie@luce.com	ASHLEE M. BONDS abonds@thelen.com	JONATHAN FORRESTER JDF1@PGE.COM
STEVE ENDO sendo@ci.pasadena.ca.us	ORLANDO B. FOOTE, III ofoote@hkcf-law.com	CARMEN E. BASKETTE cbaskette@enernoc.com	RAYMOND HUNG RHHJ@pge.com
STEVEN G. LINS slins@ci.glendale.ca.us	ELSTON K. GRUBAUGH ekgrubaugh@iid.com	COLIN PETHERAM colin.petheram@att.com	SEBASTIEN CSAPO sscb@pge.com
TOM HAMILTON THAMILTON5@CHARTER.NET	THOMAS MCCABE EDISON MISSION ENERGY 18101 VON KARMAN AVE., SUITE 1700 IRVINE, CA 92612	JAMES W. TARNAGHAN jwmctarnaghan@duanemorris.com	SOUMYA SASTRY svs6@pge.com
BRUNO JEIDER bjeider@ci.burbank.ca.us	JAN PEPPER pepper@cleanpowermarkets.com	KEVIN FOX kfox@wsgr.com	STEPHANIE LA SHAWN S1L7@pge.com
RICHARD J. MORILLO rmorillo@ci.burbank.ca.us	GLORIA D. SMITH gsmith@adamsbroadwell.com	KHURSHID KHOJA kkhoja@thelenreid.com	VALERIE J. WINN vjw3@pge.com
ROGER PELOTE roger.pelote@williams.com	MARC D. JOSEPH mdjoseph@adamsbroadwell.com	PETER V. ALLEN pvallen@thelen.com	KARLA DAILEY karla.dailey@cityofpaloalto.org
AIMEE BARNES aimee.barnes@ecosecurities.com	HAYLEY GOODSON hayley@turn.org	SHERIDAN J. PAUKER spauker@wsgr.com	FARROKH ALBUYEH farrokh.albuyeh@oati.net
CASE ADMINISTRATION case.admin@sce.com	MICHEL FLORIO mflorio@turn.org	ROBERT J. REINHARD rreinhard@mofo.com	DEAN R. TIBBS dtibbs@aes4u.com
TIM HEMIG tim.hemig@nrgenergy.com	DAN ADLER Dan.adler@calcef.org	CALIFORNIA ENERGY MARKETS cem@newsdata.com	JEFFREY L. HAHN jhahn@covantaenergy.com
BARRY LOVELL bjl@bry.com	MICHAEL A. HYAMS mhyams@sfwater.org	HOWARD V. GOLUB hgolub@nixonpeabody.com	ANDREW J. VAN HORN andy.vanhorn@vhcenergy.com
ALDYN HOEKSTRA aldyn.hoekstra@paceglobal.com	THERESA BURKE tburke@sfwater.org	JANINE L. SCANCARELLI jscancarelli@flk.com	JOSEPH M. PAUL Joe.paul@dynegy.com
YVONNE GROSS ygross@sempraglobal.com	NORMAN J. FURUTA norman.furuta@navy.mil	JOSEPH F. WIEDMAN jwiedman@goodinmacbride.com	SUE KATELEY info@calseia.org
JOHN LAUN jlaun@apogee.net		MARTIN A. MATTES mmattes@nossaman.com	GREG BLUE gblue@enxco.com
			SARAH BESERRA sbeserra@sbcglobal.net

MONICA A. SCHWEBS, ESQ. monica.schwebs@bingham.com	MAHLON ALDRIDGE emahlon@ecoact.org	ELLEN WOLFE ewolfe@resero.com	LYNN HAUG lmh@eslawfirm.com
PETER W. HANSCHEN phansch@mofo.com	RICHARD SMITH richards@mid.org	AUDRA HARTMANN Audra.Hartmann@Dynergy.com	OBADIAH BARTHOLOMY obartho@smud.org
JOSEPH HENRI josephhenri@hotmail.com	ROGER VAN HOY rogerv@mid.org	BOB LUCAS Bob.lucas@calobby.com	BUD BEEBE bbeebe@smud.org
PATRICIA THOMPSON pthompson@summitblue.com	THOMAS S. KIMBALL tomk@mid.org	CURT BARRY curt.barry@iwpnews.com	BALWANT S. PUREWAL bpurewal@water.ca.gov
WILLIAM F. DIETRICH dietrichlaw2@earthlink.net	WES MONIER fwmonier@tid.org	DAN SKOPEC danskopec@gmail.com	DOUGLAS MACMULLEN dmacml@water.ca.gov
BETTY SETO Betty.Seto@kema.com	BARBARA R. BARKOVICH brbarkovich@earthlink.net	DANIELLE MATTHEWS SEPERAS dseperas@calpine.com	KAREN NORENE MILLS kmills@cbbf.com
GERALD L. LAHR JerryL@abag.ca.gov	JOHN R. REDDING johnredding@earthlink.net	DAVID L. MODISETTE dave@ppalle.com	KAREN LINDH karen@klindh.com
JODY S. LONDON jody_london_consulting@earthlink.net	CLARK BERNIER clark.bernier@rlw.com	DOUGLAS K. KERNER dkk@eslawfirm.com	ELIZABETH W. HADLEY ehadley@reupower.com
STEVEN SCHILLER steve@schiller.com	RICHARD MCCANN, PH.D rmccann@umich.edu	JUSTIN C. WYNNE wynne@braunlegal.com	DENISE HILL3317/001/X94358.v1 Denise_Hill@transalta.com
MRW & ASSOCIATES, INC. mrw@mrwassoc.com	CAROLYN M. KEHREIN cmkehrein@ems-ca.com	KASSANDRA GOUGH kgough@calpine.com	ANNIE STANGE sas@a-klaw.com
REED V. SCHMIDT rschmidt@bartlewells.com	CALIFORNIA ISO e-recipient@caiso.com	KELLIE SMITH kellie.smith@sen.ca.gov	ELIZABETH WESTBY egw@a-klaw.com
ADAM BRIONES adamb@greenlining.org	GRANT ROSENBLUM, ESQ. grosenblum@caiso.com	KEVIN WOODRUFF kdw@woodruff-expert-services.com	ALEXIA C. KELLY akelly@climatetrust.org
STEVE KROMER stevek@kromer.com	KAREN EDSON 151 BLUE RAVINE ROAD FOLSOM, CA 95630	MICHAEL WAUGH mwaugh@arb.ca.gov	ALAN COMNES alan.comnes@nrgenergy.com
CLYDE MURLEY clyde.murley@comcast.net	ROBIN SMUTNY-JONES rsmutny-jones@caiso.com	PANAMA BARTHOLOMY pbarthol@energy.state.ca.us	KYLE SILON kyle.silon@ecosecurities.com
BRENDA LEMAY brenda.lemay@horizonwind.com	SAEED FARROKHPAY saeed.farrokhpay@ferc.gov	PATRICK STONER pstoner@lgc.org	CATHIE ALLEN californiadockets@pacificcorp.com
CARLA PETERMAN carla.peterman@gmail.com	DAVID BRANCHCOMB david@branchcomb.com	RACHEL MCMAHON rachel@ceert.org	PHIL CARVER Philip.H.Carver@state.or.us
EDWARD VINE elvine@lbl.gov	KENNY SWAIN kenneth.swain@navigantconsulting.com	RYAN BERNARDO bernardo@braunlegal.com	SAM SADLER samuel.r.sadler@state.or.us
RYAN WISER rhwis@lbl.gov	KIRBY DUSEL kdusel@navigantconsulting.com	STEVEN A. LIPMAN steven@lipmanconsulting.com	LISA SCHWARTZ lisa.c.schwartz@state.or.us
CHRIS MARNAY C_Marnay@lbl.gov	GORDON PICKERING gpickering@navigantconsulting.com	STEVEN KELLY steven@iepa.com	CLARE BREIDENICH cbreidenich@yahoo.com
PHILLIP J. MULLER philm@scdenergy.com	LAURIE PARK lpark@navigantconsulting.com	WEBSTER TASAT wtasat@arb.ca.gov	DONALD SCHOENBECK dws@r-c-s-inc.com
RITA NORTON rita@ritanortonconsulting.com	DAVID REYNOLDS davidreynolds@ncpa.com	EDWARD J. TIEDEMANN etiedemann@kmtg.com	JESUS ARREDONDO jesus.arredondo@nrgenergy.com
CARL PECHMAN cpechman@powereconomics.com	SCOTT TOMASHEFSKY scott.tomashefsky@ncpa.com	LAURIE TEN HOPE ltenhope@energy.state.ca.us	CHARLIE BLAIR charlie.blair@delta-ee.com
		JOSHUA BUSHINSKY bushinskyj@pewclimate.org	

KAREN MCDONALD karen.mcdonald@powerex.com	Kristin Ralff Douglas krd@cpuc.ca.gov	PHILIP D. PETTINGILL ppettingill@caiso.com
CLARENCE BINNINGER clarence.binninger@doj.ca.gov	Lainie Motamedi lrm@cpuc.ca.gov	MICHAEL SCHEIBLE mscheibl@arb.ca.gov
DAVID ZONANA david.zonana@doj.ca.gov	Lana Tran lta@cpuc.ca.gov	EVAN POWERS epowers@arb.ca.gov
Andrew Campbell agc@cpuc.ca.gov	Matthew Deal mjd@cpuc.ca.gov	JEFFREY DOLL jdoll@arb.ca.gov
Anne Gillette aeg@cpuc.ca.gov	Nancy Ryan ner@cpuc.ca.gov	PAM BURMICH pburmich@arb.ca.gov
Beth Moore blm@cpuc.ca.gov	Pamela Wellner pwl@cpuc.ca.gov	B. B. BLEVINS bblevins@energy.state.ca.us
Cathleen A. Fogel cfl@cpuc.ca.gov	Paul S. Phillips psp@cpuc.ca.gov	DARYL METZ dmetz@energy.state.ca.us
Charlotte TerKeurst cft@cpuc.ca.gov	Pearlie Sabino pzs@cpuc.ca.gov	DEBORAH SLON deborah.slon@doj.ca.gov
Christine S. Tam tam@cpuc.ca.gov	Rahmon Momoh rmm@cpuc.ca.gov	Don Schultz dks@cpuc.ca.gov
Donald R. Smith dsh@cpuc.ca.gov	Richard A. Myers ram@cpuc.ca.gov	KAREN GRIFFIN kgriffin@energy.state.ca.us
Ed Moldavsky edm@cpuc.ca.gov	Sara M. Kamins smk@cpuc.ca.gov	LISA DECARLO ldecarlo@energy.state.ca.us
Eugene Cadenasso cpe@cpuc.ca.gov	Scott Murtishaw sgm@cpuc.ca.gov	MARC PRYOR mpryor@energy.state.ca.us
Harvey Y. Morris hym@cpuc.ca.gov	Sean A. Simon svn@cpuc.ca.gov	MICHELLE GARCIA mgarcia@arb.ca.gov
Henry Stern hs1@cpuc.ca.gov	Steve Roscow scr@cpuc.ca.gov	PIERRE H. DUVAIR pduvair@energy.state.ca.us
Jaclyn Marks jm3@cpuc.ca.gov	Theresa Cho tcx@cpuc.ca.gov	Wade McCartney wsm@cpuc.ca.gov
Jacqueline Greig jnm@cpuc.ca.gov	BILL LOCKYER ken.alex@doj.ca.gov	CAROL J. HURLOCK hurlock@water.ca.gov
Jamie Fordyce jbf@cpuc.ca.gov	KEN ALEX ken.alex@doj.ca.gov	HOLLY B. CRONIN hcronin@water.ca.gov
Jason R. Salmi Klotz jk1@cpuc.ca.gov	BALDASSARO DI CAPO bdicapo@caiso.com	ROSS A. MILLER rmiller@energy.state.ca.us
George S. Tagnipes jst@cpuc.ca.gov	JUDITH B. SANDERS jsanders@caiso.com	3317/001/X94358.v1
Joel T. Perlstein jtp@cpuc.ca.gov	JULIE GILL jgill@caiso.com	
Jonathan Lakritz jol@cpuc.ca.gov	MARY MCDONALD DIRECTOR OF STATE AFFAIRS CALIFORNIA INDEPENDENT SYSTEM OPERATOR CAISO 151 BLUE RAVINE ROAD FOLSOM, CA 95630	
Judith Ikle jci@cpuc.ca.gov		
Julie A. Fitch jf2@cpuc.ca.gov		